

Message Text

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ACTION NEA-10

INFO OCT-01 EUR-12 IO-13 ISO-00 SNM-02 NEAE-00 SS-15
DEAE-00 CIAE-00 INR-07 JUSE-00 NSAE-00 TRSE-00
USIA-06 NSC-05 OES-07 OMB-01 AID-05 IGA-02 HEW-04
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FM AMEMBASSY KABUL
TO SECSTATE WASHDC PRIORITY 3831
INFO USMISSION GENEVA PRIORITY
AMEBASSY PARIS PRIORITY
WHITE HOUSE PRIORITY

C O N F I D E N T I A L KABUL 5382

STATE FOR NEA/DUBS AND S/NM/FALCO

WHITE HOUSE FOR BOURNE AND O'KEEFFE

DEA FOR BENSINGER

PARIS FOR DEA

E.O. 11652: GDS
TAGS: AF, SNAR
SUBJ: AFGHAN NARCOTICS PROGRAM

REF: KABUL 5182 (NOTAL)

1. FOLLOWING SUMMARIZES MY VIEW AS TO WHERE WE STAND AT THE
MOMENT ON THE AFGHAN NARCOTICS PROBLEM. I BELIEVE SUCH A SUMMARY
IS USEFUL NOW THAT THE FIRST MEETING OF THE JOINT AFGHAN-
UN-US NARCOTICS COMMISSION HAS TAKEN PLACE (REFTEL).

2. POPPY PRODUCTION. THIS IS THE HARDEST BUT ALSO THE MOST
IMPORTANT NUT TO CRACK. I THINK THE JOINT COMMISSION MADE REAL
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PROGRESS IN IDENTIFYING AN AREA, THE HELMAND VALLEY, ON WHICH
THE AFGHANS AND THE INTERNATIONAL COMMUNITY CAN CONCENTRATE
IN THE FIRST INSTANCE. THIS IS THE FIRST TIME SINCE THE SPORADIC
EFFORTS IN 1973 TO MOBILIZE A POPPY CONTROL PROGRAM IN BADA KH-
SHAN THAT SA SPECIFIC AREA FOR ACTION HAS BEEN CHOSEN. IT IS
MY HOPE THAT UNFDAC WILL MOVE QUICKLY TO GET DEMETRE OUT TO
AFGHANISTAN SO THAT WE CAN BEGIN TO ZERO IN ON SPECIFIC CROP/

INCOME SUBSTITUTION PROJECTS. IF WE CAN MAKE A SUCCESS OF SUCH PROJECTS IN THE HELMAND, THEY CAN BE PILOT PROJECTS FOR USE ELSEWHERE IN AFGHANISTAN.

3. TRAFFICKING. THE AFGHAN-UNFDAC EFFORTS TO INTERCEPT TRAFFICKERS, AN EFFORT WHICH RECEIVES A VITAL CONTRIBUTION FROM DEA, CONTINUES TO PRODUCE RESULTS. SO FAR IN 1977, DEA HAS REWARDED THE SEIZURE OF 10,199 KILOGRAMS OF OPIUM. THE AFGHANS CONTINUE TO EXPAND AND IMPROVE THEIR ANTI-SMUGGLING POLICE UNITS.

4. DEVELOPMENT ASSISTANCE AGREEMENTS. WE HAVE JUST BEGUN TO NEGOTIATE THE FIRST TWO AID PROJECT AGREEMENTS WHICH CONTAIN CLAUSES PROHIBITING POPPY CULTIVATION IN PROJECT AREAS. THE FIRST INDICATIONS WE HAVE FROM THE AFGHANS ARE THAT THEY WILL AGREE TO PROHIBIT POPPY CULTIVATION IN PROJECT AREAS ALTHOUGH THEY MAY PREFER THAT THEIR AGREEMENT TO DO THIS BE CONTAINED IN EXCHANGES OF LETTERS RATHER THAN IN PROJECT AGREEMENTS THEMSELVES. IT CONTINUES TO BE MY HOPE THAT OTHER DONOR COUNTRIES AND INTERNATIONAL FINANCIAL INSTITUTIONS WILL NEGOTIATE SIMILAR AGREEMENTS IN CONNECTION WITH THEIR ASSISTANCE PROGRAMS IN AFGHANISTAN AND IN OTHER POPPY-GROWING COUNTRIES.

5. TRAINING. I HAVE BEEN VERY IMPRESSED WITH THE QUALITY OF TRAINING THAT IS BEING OFFERED AFGHAN LAW ENFORCEMENT OFFICIALS BY DEA AND U.S. CUSTOMS. I HOPE THAT THESE TRAINING PROGRAMS CAN CONTINUE AND BE EXPANDED. FOUR TRAINEES HAVE JUST RETURNED

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FROM A SIX-WEEK COURSE IN THE U.S., AND WE HAVE ALSO JUST HEARD THAT THE AFGHANS HAVE NOMINATED TWO HIGHLY QUALIFIED REPRESENTATIVES TO ATTEND A WORLD PSYCHIATRIC CONFERENCE TAKING PLACE IN HONOLULU LATER THIS MONTH.

6. ADDICT TREATMENT PROGRAMS. THE AFGHAN GOVT HAS MADE IT CLEAR THAT IT WILL WANT ANY ADDICT TREATMENT FACILITIES TO BE ASSOCIATED WITH OTHER BASIC HEALTH FACILITIES. THE ESTABLISHMENT OF ADDICT TREATMENT FACILITIES WILL NOT ITSELF HAVE MUCH EFFECT ON THE LEVEL OF POPPY CULTIVATION IN AFGHANISTAN. IT CONTINUES TO BE MY HOPE THAT AID CAN CONCENTRATE ON BASIC HEALTH FACILITIES IN RURAL AFGHANISTAN AND THAT OTHER DONORS, THROUGH THE UN, CAN ASSIST WITH ADDICT TREATMENT FACILITIES.

7. ATTITUDES OF OTHER CONSUMER COUNTRIES. ONE OF THE DISAPPOINTING FEATURES OF THE AFGHAN NARCOTICS SCENE IS THE LACK OF INVOLVEMENT OF OTHER COUNTRIES, SUCH AS WESTERN EUROPEANS, SOVIETS AND IRANIANS. I HOPE UNFDAC AND OURSELVES CAN CONTINUE TO EXERT PRESSURE ON THESE COUNTRIES TO CONTRIBUTE BOTH MATERIALLY TO THE NARCOTICS PROGRAM IN AFGHANISTAN AND ALSO DIPLOMATICALLY BY BRINGING TO THE ATTENTION OF THE GOVT OF AFGHANISTAN THEIR CONCERNS ABOUT OPIUM PRODUCTION HERE.

8. IN CONCLUSION, WE ARE MAKING PROGRESS. IT IS GOING TO CONTINUE TO BE SLOW AND UNEVEN. THAT IS THE VERY NATURE OF THE AFGHAN SCENE. ON THE ONE HAND, PRESIDENT DAOUD HAS CLEARLY ENERGIZED HIS GOVT TO WORK ON THIS PROBLEM. ON THE OTHER HAND, AS HE SAID TO CONGRESSMAN WOLFF LAST FALL, HE REGARDS THE PROBLEM MUCH MORE AS OURS THAN HIS IN THAT WE ARE THE CONSUMERS OF OPIUM. ALSO, THE POLITICAL AND ECONOMIC CONSTRAINTS ON AFGHAN ACTIVITY IN THE ANTI-OPIUM FIELD ARE ENORMOUS. BUT, WITH CONTINUED SUPPORT FROM THE ADDRESSEES OF THIS MESSAGE AND FROM THE UN AGENCIES AND, HOPEFULLY, OTHER COUNTRIES WE SHOULD CONTINUE TO MAKE HEADWAY.
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